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CURRENT MUNICIPAL AFFAIRS¹

ALICE M. HOLDEN

Secretary of the Municipal Research Bureau, Harvard University

The city manager plan, an outgrowth of commission government, has, until recently, made but slight impression upon the popular mind. To several Ohio cities belongs the credit of bringing this plan into the realm of practical possibility. Within the last few months the cities of Cleveland, Lakewood, Elyria, Akron, Youngstown, Canton, Salem, Dayton, Springfield, Middletown and Norwood have been engaged in charter-drafting. In Columbus and Cincinnati charter commissions are now in session. Only the charters of Cleveland, Lakewood, Dayton, Springfield and Middletown have carried at the polls. Of all the charters drafted those of Dayton, Springfield, Youngstown and Elyria were of the city manager variety, while those of Akron, Canton, Salem, Middletown and Norwood embodied the commission plan. Cleveland and Lakewood have adopted a modification of the federal plan.

The Dayton and Springfield charters are, in essentials, identical. Both provide for commissions of five members, elected at large and for terms of four years. Dayton has a mayor; Springfield a president of the commission. In each case the incumbent is to be the official and ceremonial head of the city somewhat as the mayor of an English borough corporation. The real head of the administration is the city manager, chosen by the commission without regard to political affiliation and with no required residence qualification. The city manager appoints and removes, subject to civil-service rules, all heads of departments and all subordinate officials and employees of the city. He is given the right to attend council meetings and participate in discussions, but has no vote. The municipal budget is prepared by him for the consideration and action of the council. Both the commissioners and the city manager possess wide powers of investigation. In Dayton the city manager may suspend the chiefs of the police and fire departments for specified reasons and no voucher may be honored unless countersigned by him. At the same time he, like the members of the commission, is subject to the recall. This is a provision which cannot be too strongly

¹ The information on the cities in Ohio was supplied by Mr. F. W. Dickey of Western Reserve University.

condemned; it indicates a lack of faith, on the part of the framers, in their own plan.

In both Dayton and Springfield the ballot is non-partisan. Primary elections are to be held under the general laws of the State. The method of rotation of the names on the ballot is similar to that found in the Cleveland charter, described in the last issue of the REVIEW.

The Elyria plan does not differ materially from the above-described charters save that the title, "director of public affairs," appears rather than that of "city manager."

The rejected Youngstown charter added to the city manager plan nomination by petition, a non-partisan ballot, and the preferential system of voting. The council is elected from nine wards for a term of four years, and its administrative authority (for all the powers of municipal government are lodged in the council) is exercised through a general director. The mayor is elected by the council from among its own number. He possesses two votes in case of a tie, and appoints all standing and special committees of the council. The general director is required to have been a resident of the city for five years. In general he has the powers conferred upon the city manager in Dayton and Springfield. He has a seat in the council and may introduce measures. The general director, the director of law, the director of finance, and the heads of departments and divisions constitute a council of administration which is required to meet once during the month.

The charter of Akron deserves special mention. It lodges all the powers of city government in a mayor and two councilmen, to be elected at large for four years and to receive salaries of \$4000 for the mayor and \$3600 for each of the two councilmen.

All of the charters mentioned above include provisions for the initiative, referendum and recall. In all are found provisions for a non-partisan ballot; in five—those of Cleveland, Youngstown, Middletown, Salem and Norwood—there is provision for nomination by petition; and four—those of Cleveland, Youngstown, Salem and Norwood—adopt the preferential system of voting. Of these, however, only the Cleveland charter has carried.

Besides the Ohio cities, Douglas, Bisbee and Phoenix, Ariz., are to vote soon on the question of adopting the city manager plan. In Thief River Falls, Little Falls, and Winona, Minn., in Hastings, Neb., in Cadillac, Mich., and in La Grande, Ore., the plan has been reported favorably and will be acted upon later. Two other cities, Dallas, Tex., and Whittier, Cal., are considering its adoption. In El Reno, Okla..

attempt is being made to amend the present commission government charter in order to cover the choosing of a city manager and a council of nine members. Morganton and Hicory, N. C., and Abilene, Kan., are three cities which already have general managers, and Fredericksburg, Va., has a modified city manager plan in its single commissioner.

In view of the increasing prominence of the city manager plan, a word might well be said concerning the working of that plan in Staunton, Va. After a trial for three years it has been found to be a great success and to be well adapted to the conditions of that city. Prior to 1910 the government of Staunton was administered by a mayor and city council; but in that year, although the law forbids the abolition of those officers, a general manager was engaged to direct the business of the city in conjunction with the mayor and under the eye of the council. The general manager, who is a practical engineer and under bond, has directed the various departments, has had charge of city improvements, and has purchased all supplies: This scheme has proved an entire success during its three years of operation, and the choice of that particular general manager has been especially wise.

Along with the progress of the general manager plan in this country, it is interesting to know that a similar plan was discussed for the city of Glasgow some years ago—that the city should entrust its corporate affairs to a general manager. The plan, needless to state, was not adopted.

The United States Supreme Court has lately rendered a decision which has an important bearing on a phase of franchise-granting in Kentucky. The case was that of the city council of Owensboro, Ky., against the consolidated telephone company of which the Cumberland Telephone Company was one member. In 1889 the city had granted to that company, its successors and assigns, the right to erect and maintain poles and wires in the city streets. Some time after this the company, which had a life of twenty-five years, was consolidated with that of another whose life is two hundred years. The city council in 1909 passed an ordinance requiring the company to remove its poles and wires. The circuit court granted a permanent injunction against the city and the Supreme Court affirmed the decree. In substance the court ruled that the granting by a city of the right to place and maintain upon the city streets the poles and wires of an incorporated telephone company is not a mere license but the grant of a property right, which is assignable, taxable, and alienable, and that such a right, made to the company, its succes-

sors and assigns, is the grant of a property right *in perpetuity* unless some limit to its duration is in the grant itself, imposed by the general laws of the State or the corporate power of the city. The court decreed also that a city has not the power to revoke or destroy contractual rights such as is constituted in the present case through the grant made by ordinance of the city and accepted by the incorporated company. A good deal of alarm is being felt among the cities of Kentucky at the consequences of this bestowal on a private corporation of perpetual rights to the streets of a city. It is feared that a result of the ruling may be to establish perpetual franchises in many cases which were intended to last only for a given period. Yet the decision may bear its good fruits in that more care will be taken in the wording of ordinances granting rights to private corporations—by granting these rights to the companies and not to their successors, by stating the time for which the grant is made, and by reserving to the city control over the powers granted, as well as the power to repeal the ordinance or to revoke the right under certain conditions.

The drafting of the new city charter in Detroit has advanced to the point of being ready for submission to the voters in November at a special election. In brief the most important changes which the new charter proposes are the following. There are the usual "new organs of democracy"—the adoption of the non-partisan ballot, preferential voting, nomination by petition (five hundred names in the case of the mayor; two hundred for other city offices), the initiative, referendum and recall. The city is to be redivided into twenty-one wards—an increase of three—and the city council is to be composed of one alderman from each ward, a reduction in membership of fifteen. The date for city elections is moved forward to April and the term of city officers is increased from two years to four. In the matter of salaries, there is an increase for the mayor of from \$5000 to \$8000 and smaller increases in the case of the city clerk, city treasurer, corporation counsel, and commissioner of public works. Each member of the council is to receive \$2500 per year.

There are several changes in the boards of departments which carry on the business of the city. The board of estimates, composed of two members from each ward and five members from the city at large, is abolished, and, in its stead, the making of the budget is in the hands of the council, subject to revision by the mayor and then once more referred to the council, which may reject the mayor's findings by a three-fourths vote. Three new bodies are created. A new department of public safety is to have control of inspection of electric wires, buildings, plumb-

ing, drainage, gas water-heaters, boilers, steam machinery and the issue of licenses. Under the new recreation commission is the charge of playgrounds, indoor recreation centers, debating clubs, gymnasiums and private baths, and the inspection and regulation of commercial amusements for which licenses are required. A department of labor welfare is also established, under a single commissioner, to adjust differences between employer and employee and to give advice to workingmen. With the consent of the council the labor welfare commission may establish a free employment bureau and a loan bureau. Provision is also made for the new street railway commission which was established by the terms of the charter amendment last fall; and the water commission, hitherto a separate corporation, has been brought under the city government.

According to a recent consular report the city of Amsterdam owns its gas, water and electricity works, the street railroads, the telephone system, many of the docks, and a large amount of ground in the central business section, which is leased for building purposes. From these different undertakings comes more than one-fifth of the receipts of the city; another third is derived from taxes. In estimating the receipts and expenditures of Amsterdam both are always placed at the same amount, which for the year 1914 are officially rated at \$15,649,811. Last year the city debt was reduced by \$1,200,000.

The University of Illinois has instituted a chair of civic design in its faculty and is said to be the first American university or college to do this, although courses in city planning have been given at several institutions during recent years. Prof. Charles Mulford Robinson has been appointed to fill the chair.

The most recent municipal reference bureau is that which has been established at the University of California as a department of its university extension division. The bureau is to be administered for the benefit of city officials throughout the State and will furnish not only information as to other cities, but also expert advice on a particular subject from the university authority in whose special field the matter falls. The first work of the new bureau is the organization of a municipal reference library. The University of Michigan has also taken the initial steps towards the establishment of a similar institution.

The New York department of labor is making a special study of the industrial organization of New York City, the inter-relationship of the localization of factories in the city, and such local problems as transportation, building operations, and congestion of population.

The following are some of the more recent American publications bearing broadly on the subject of municipal government: E. H. Turner, *The Repayment of Local and Other Loans and Sinking Funds* (New York: Ronald Press, 1913. Pp. xxvii, 536, \$6); *State and Local Taxation*; Sixth Annual Conference, under the auspices of the National Tax Association, Des Moines, September 3-5, 1912; Addresses and Proceedings (Madison: National Tax Association, 1913. Pp. xiii, 558, \$3); H. Christian Rowie, *Our City Civilization* (Baltimore: Williams & Wilkins Company, 1913. Pp. 245, \$1); Mrs. Schuyler van Rensselaer, *A History of the City of New York in the Seventeenth Century* (New York: Macmillan, 1913. 2 vols., \$5); James Hughes and others, *Public School Methods* (Chicago: School Methods Co., 1913. \$19.75); A. H. Leake, *Industrial Education: Its Problems, Methods and Dangers* (Boston: Houghton, Mifflin, 1913. \$1.25); H. H. Seerley, *The Country School* (New York: Scribner, 1913. Pp. xx, 218, \$1); Frances W. and J. D. Burks, *Health and the School* (New York: Appleton, 1913. Pp. 393, \$1.50); Fletcher B. Dresslar, *School Hygiene* (1913. Pp. xi, 369, \$1.25); Lewis M. Terman, *The Hygiene of the School Child* (Boston: Houghton, Mifflin, 1913); C. A. Prosser, *Teachers' Annuities and Pensions; A Study of Teachers' Retirement Allowance Systems* (Boston: Houghton, Mifflin, 1913); C. R. Henderson, *Social Progress in the West* (Chicago: University of Chicago, 1913. Pp. 184, \$1.25); C. W. Thompson and G. P. Werber, *Social and Economic Survey of a Rural Town in Southern Minnesota* (Minneapolis: University of Minnesota, 1913. Pp. 75, \$1); J. S. Paton, *Progress and Plenty* (Boston: Christopher Press, 1913. Pp. 136, \$1.25); M. J. Rosenau, and others, *Preventive Medicine and Hygiene; with chapters upon sewage and garbage, vital statistics, etc.* (New York: Appleton, 1913. Pp. xxviii, 1074, \$6); Francis Ramaley, and Clay E. Griffin, *Prevention and Control of Disease* (1913. Pp. 286, \$3); John Kenlon, *Fires and Fire Fighters* (1913. Pp. xii, 410, \$2.50); American School of Correspondence, *Cyclopedia of Fire Prevention and Insurance* (Chicago: 1912. 4 vols. Pp. 1800, \$15.80); Lazarus White, *The Catskill Water Supply of New York City* (New York: Wiley, 1913. Pp. xxxii, 755, \$6); Jerome Cochran, *A Treatise on the Inspection of Concrete Construction; containing practical hints for concrete inspectors, superintendents, and*

others engaged in the construction of public and private works (Chicago: M. C. Clark, 1913. Pp. xv, 595, \$4); American School of Correspondence, *Building Code; a compilation of building regulations covering every phase of municipal building activity with special emphasis on fire preventive features* (Chicago: 1913. Pp. 128, \$1); E. H. McClelland, comp., *Bibliography of Smoke and Smoke Prevention* (Pittsburgh: University of Pittsburgh, 1913. Smoke Investigation Bulletin No. 2. Pp. 164, \$0.50); H. H. Norris, *Electric Railways; a comprehensive treatise on modern electric railway practice* (Chicago: American School of Correspondence, 1913. Pp. 281, \$1.50); *Canadian Housing and Town Planning Congress, Proceedings* (Held in Winnipeg, July 15-17, 1912). (1913. Pp. 123.)

Public Opinion and Popular Government, by President A. Lawrence Lowell, of Harvard University (New York: Longmans, Green & Co., 1913) contains a considerable discussion of experts in municipal government. There is an historical consideration of the development of expert service in cities, together with a survey of such matters as the recruiting and control of expert officials.

How New York City Administers its Schools, by Ernest C. Moore (Yonkers: World Book Co., 1913, pp. x, 321). In this book (the first volume of the new School Efficiency Series, edited by Paul H. Hanus) is published the result of Professor Moore's report for the committee on school inquiry to the board of estimate and apportionment of New York City. After a thorough analysis of the New York board of education, its composition, duties, complexities, and each branch of its activities, Mr. Moore summarises in one chapter the twenty-eight recommendations offered by the committee. Briefly, these make for the establishment by law of a board which shall "provide a united, informed and energetic administration of the schools." To this end is recommended a small, unpaid board, with a general manager in the person of the superintendent of schools, who shall be a member of the board ex-officio. This new board should be made independent of other municipal control by having its own position definitely laid down by the courts and by controlling utterly the funds appropriated for school purposes according to its own estimate of what is needed. The volume contains, among its appendices, a chapter on the making of a school budget.

The Bureau of the Census has just issued a special report containing statistics of sewers and sewerage disposal, refuse collection and disposal,

street cleaning, dust prevention, highways and general highway service of cities having a population of over 30,000. The report has been prepared under the supervision of LeGrand Powers, chief statistician for financial and municipal statistics, and is an excellent piece of work. It includes an historical introduction and a large amount of descriptive matter concerning such topics as sewer service accounts, records and reports; methods of refuse collection by city employees and contractors; disposal of city waste; general problems of street cleaning; and many tables of useful statistics relating to different topics of city pavements.

Among recently issued pamphlets are the following: L. P. Ayres, *The Effect of Promotion Rates on School Efficiency* (Reprinted from the American School Board Journal, May, 1913. Pp. 13); A. M. Stimson, *The Citizen and the Public Health* (Washington: Government Printing Office, 1913. Pp. 13); John Nolen, *General Plan of a Park and Playground System for New London, Conn.* (Report to the Municipal Art Society of New London, 1913. Pp. 41); C. A. Perry, *How to Start Social Centers* (New York: Russell Sage Foundation, Department of Recreation, 1913. Pp. 40, 10 cents); G. A. Johnson, *The Purification of Public Water Supplies* (Washington: Government Printing Office, 1913. pp. 84); *List of Books and References to Periodicals on Harbors and Docks in the Seattle Public Library* (pp. 40); J. S. Pray and Theodore Kimball, *A City Planning Classification; preliminary outline* (Cambridge: Harvard University, 1913. Pp. 11); *Cambridge Housing Report* (Cambridge Housing Committee, 1913).

Recent foreign publications in the field of municipal government are as follows: Gilbert Slater, *The Making of Modern England* (London: P. S. King, 1913. 7s. 6d.); Harry Barlow, *The Law relating to Town Planning in England and Wales. A Handbook for Local Authorities, the Legal Profession, Landowners, etc.* (London: P. S. King, 1913. 6s. 6d.); Henry Parkinson, *A Primer of Social Science* (London: P. S. King, 1913. 2s.); Mrs. Philip Gibbs, ed., *First Notions on Social Service* (Catholic Studies in Social Reform) (London: P. S. King, 1913. 6d); H. Maclean Wilson, *A Text Book on Trade Waste Water* (London: Charles Griffin & Co., 1913. 18s.); Philip à Morley Parker, *The Control of Water as Applied to Irrigation, Power and Town Water Supply Purposes* (London: George Routledge & Sons, 1913. Pp. 1055, 21s.); A. Hugh Scabrook, *The Management of Public Electric Supply Undertakings* (London: The Electrical Times, 1913. 7s. 6d.); E. T. Powell, *The Mechanism of the*

City. An Analytical Survey of the Business Activities of the City of London (London: P. S. King. 3s. 6d); W. M. C. Wanklyn, *London Public Health Administration* (London: Longmans, Green. 2s. 6d); Th. van Welderen Baron Rengers et J. H. Faber, *La Frise et la Loi sur les Habitations, 1902-1912* (Leeuwarden: Meyer & Schaafsma, 1913.); P. Leris, *Les Dettes comparées des villes de France* (Paris: F. Alcan, 1913. 2 fr.); *Statistique démographique des grandes villes du monde* (Amsterdam: Bureau Municipal de Statistique, 1911); Walter Eickemayer, *Zur Frage der zweiten Hypothek beim privaten grossstädtischen Wohnhausbau und- Besitz in Deutschland* (Stuttgart: W. Kohlhammer, 1913. Pp. 181, M 4.); W. Gemünd, *Grundlagen zur Besserung der städtischen Wohnungsverhältnisse* (Berlin: J. Springer.); Albert Kohn, *Unsere Wohnungsenquête im Jahre 1910* (Berlin: 1912); H. Silbergleit, *Ergebnisse der bisherigen Versuch kommunaler Fleischversorgung in den grösseren deutschen Städten* (Berlin: Puttkammer u. Mühlbrecht, 1913. Pp. 43. *Mitteilungen des statistischen Amtes der Stadt Berlin III.*); M. Neefe (in Verbindung mit seinem Kollegen), *Statistisches Jahrbuch deutscher Städte* (Breslau: Wilh. Gottl. Korn, 1913. M. 16); Karl Otto Müller, *Die Oberschwäbischen Reichsstädte. Ihre Entstehung und ältere Verfassung* (Stuttgart: W. Kohlhammer, 1912. Pp. 447.); Walter Draeger, *Das alte Lübsche Stadtrecht und seine Quellen* (Berliner Dissertation, 1913. Pp. 91); F. Greineder, *Die finanzwirtschaftliche Stellung der kommunalen Gaswerksunternehmen und das Problem der rationalen Licht- Kraft- und Wärmeversorgung der Stadt- und Landgemeinden* (Munich: R. Oldenburg, 1913. Pp. 48, 1.50 M.); Otto Most, et al., *Die deutsche Stadt und ihre Verwaltung, eine Einführung in die Kommunalpolitik der Gegenwart* (Berlin; 1912-13. III Bande. 2.40 M.); J. Pestzner, *Die relative Steuerkraft der preussischen Städte in graphischer Darstellung* (Oldenburg: 1912. 2 M.); Fr. Kleinwächter, jun., *Das Wesen der städtischen Grundrente* (Leipzig: C. L. Hirschfeld, 1912. Pp. 234, 7.50 M.); H. Kampffmeyer, *Die Gartenstadtbewegung* (Leipzig: B. G. Teubner, 1913. 1.25 M.); Karl Forcheimer, *Das Baurecht. Zur Einführung des Erbbaurechtes in die österreichische Praxis* (Vienna: Manzsche Universitäts-Buchhandlung, 1913. Pp. 100, K. 3.00)

The London county council announces the publication of volume iv. of the *Survey of London* (P. S. King, 1913), which is being undertaken by the council and the committee for the survey of the memorials of Greater London. This volume, as well as each of the three previously issued, relates to a particular part of London. The work contains architectural

descriptions of the most beautiful and interesting buildings in Greater London, with historical and biographical notes on famous people who have occupied them; there are profuse illustrations, together with maps and plans; and a pocket map of the parish is included in each.

The issues of the English *Municipal Journal* for August 29 and September 5, 1913, contain a summary of the annual report of the local government board on local and central administration of the housing acts in England and especially of that portion of the report which deals with the progress of town planning under the act of 1909. The report notes a decided forward movement not only in the action of local authorities in preparing town-planning schemes, but also in the spirit of approval and responsibility which is being shown by owners of large estates and landowners in general, not alone with regard to their own lands, but to the land surrounding.

In August, 1912, the city of Houston, Texas, appointed a special commissioner to spend six months in the study of the organization and management of the public works and governments of the principal cities of Europe (notably in Great Britain and Germany), for the purpose of making use of the consequent enlightenment to develop Houston into a great seaport city. The result is Mr. Frank Putnam's *City Government in Europe* (published by the city of Houston, Texas, 1913, pp. 137). Such public activities as municipally-owned public utilities, slums, the land increment tax, municipal art, accounts and statistics, sea-port trade, etc., have been observed in the different European cities and with special reference to Houston. As a foreword Mr. Putnam makes five general deductions with regard to Houston, from his experiences in Europe: that its situation on the Gulf of Mexico with reference to national and international trade routes insures it a large growth in the future; that, to utilize its advantageous position, a large amount of money must be spent; that this money can only be secured by issuing bonds and by assessing the cost of improvements against owners of abutting property with enhanced land-values; that the money so obtained should be invested in revenue-producing properties in order to support the cost of non-revenue-producing improvements by the surplus revenues of the former; and, lastly, that any change in the form of city government should be for the certain continuity of constructive municipal policies and for the employment of technically trained men in all responsible positions.

Interesting articles in the issues of *The American City* for July, August, September, and October, are the following: "The Need of a Systematic Paving Program," by Nelson P. Lewis; "How St. Paul and Baltimore Disposed of City Securities Direct to the People," by W. P. Kirkwood and J. H. Adams; "Utility and Attractiveness in Economic Reservoir Design," by Alexander Potter; "Docks and Harbor Improvements," by Frank Koester; "Two Epoch-making Campaigns in Dayton, Ohio," by Fred W. Fancher; "The St. Petersburg Training School for Fire Chiefs," by William Sheperdson; "How to Attack the Sewage and Garbage Problems," by Rudolph Hering; "A Residence Section Planned on Nature's Lines (Roland Park, near Baltimore);" "The Playground Attendance and the Playground Director," by Henry S. Curtis; "About Small Public Libraries," by John Cotton Dana; "Recent Progress in Fire Prevention and Fire Fighting in New York City," by Joseph Johnson; "How to Work for Housing Reform," by Lawrence Veiller; "The Industrial Suburb," by George H. Miller; "Standardized Street Traffic Regulation," by William P. Eno; "Methods and Means of Smoke Abatement," by Raymond C. Benner; "Some Serious Weaknesses of the Commission Plan," by H. S. Gilbertson; "The New York Idea of a Zoölogical Park," by Hermann A. Merkel; "How to Organize a City Planning Campaign," by Frederick Law Olmsted; "Torrance: An industrial Garden City," by Dana W. Bartlett; "Medical Inspection in the Public Schools," by W. J. Gallivan, George W. Coler, and Joseph Lee; "The Value of Holidays in the Building of Citizenship," by Everett B. Mero; "Practical Aspects of the City Waste Problem," by George H. Norton, S. Whinery, and W. F. Morse.

The best discussion of the whole billboard problem is that contained in the New York Billboard Commission's *Report*, issued on August 1, 1913. The report makes a volume of 150 pages which cover every phase of the subject in full detail. A splendid chapter is devoted to the legal rights of the city in connection with the regulation of billboards, an admirable review of all the important judicial decisions being included in this discussion. Chapters 9 and 10, entitled "Regulations by Taxation," may also be commended to all persons interested in this general subject as containing a good concise review of regulation-ordinances now in force among various American cities. The report includes the draft of a statute embodying the commission's recommendations for New York City. In order to render the enforcement of this statute easier a consti-

tutional amendment seems to the commission to be desirable, and the following is the amendment suggested: "The promotion of beauty shall be deemed a public purpose, and any legislative authority having power to promote the public welfare may exercise such power to promote beauty in any matter or locality, or part thereof, subject to its jurisdiction. Private property exposed to public view shall be subject to such power."

The suit brought by the city of Milwaukee alleging a violation of the municipal ordinances applying to billboards, has recently been decided against the city. The court ruled that under its police power the construction of billboards can be regulated and controlled only in so far as to protect the health and safety of its citizens. It cannot, for aesthetic reasons, deprive lot-owners of the right to cover the entire space of ground if they so desire.

In City Building: a citation of methods in use in more than one hundred cities for the solution of important problems in the progressive growth of the American municipality, by S. H. Clay (Cincinnati: Clark Publishing Co., 1913, pp. 164), Mr. Clay, who is secretary of the Lexington, Ky., Commercial Club, has given in a small volume the benefit of his experience for the greater efficiency and lesser complexity of the new profession of the "commercial secretary." As its sub-title denotes, the book abounds in suggestions of a concrete nature on such subjects as the most effective commercial organization, the value and importance of "publicity," the inducing of new industries to a city, the extension of wholesale and retail trade, methods for conducting campaigns for better streets, transportation, schools, roads, etc., and the general effect which each factor in the city has on the whole community.

The attention being paid to city planning is steadily becoming more general and more effective. In this action the State of Pennsylvania is one of the leaders. In addition to the passing of the Ambler metropolitan planning district bill for the city of Philadelphia and its suburbs (noted in the last issue of the REVIEW), a bill has been approved by Governor Tener to create for cities of the third class an additional executive department known as the department of city planning. This branch of the municipal government will be in charge of a city-planning commission of five persons, to be selected by the mayor and council for five-year terms. Authority will be given them to supervise the location and widening of street, parks, playgrounds, public buildings, civic centers and other public improvements for three miles outside the city's limits.

The commission will also have the power of disapproval, which does not, however, constitute a veto power.

A permanent city planning commission has been proposed for the city of Baltimore and will probably be made a reality. This commission will be determined by a conference of representatives from all the commercial, business and improvement organizations in the city. It is planned that the commission, headed by an expert, will cooperate with the city administration for the improvement of the railroad service, civic comfort and commercial interests.

Various organizations in St. Paul, Minn., have become charter members of a permanent local city planning conference which will hold semi-annual meetings and an annual city planning exhibit in connection with one of them. The work of this body will be carried on by means of five committees: on street planning, traction lines, railroads and docks; public buildings, open spaces and waterways; housing; legal administrative methods; municipal real estate policies; and taxation. It is intended that city officials shall become members of the working committees which are related to their own work.

In Bridgeport, Conn., a city planning commission is proposed, to be appointed by the mayor. The commission will consist of eight citizens, including the presidents of three large commercial organizations and the mayor ex-officio. Its members are to serve without compensation. The authority of the commission will extend to the various public activities now in existence and to the plans for future growth and improvements.

City planning in Sacramento, Cal., will be taken in charge by the chamber of commerce, and the proposal is to enlarge the present committee on city planning into a permanent bureau of fifteen heads, each with a working committee of ten. Every separate committee will work upon its own recommendation until brought to completion, and then a new project will be taken up.

By an act of the Massachusetts legislature there is created a city planning board for every city of the commonwealth and for every town of over 10,000 population. This board, in cities, shall be appointed by the mayor, subject to confirmation by the council, or, in the case of commission governed cities, by the governing body of the city; in towns the voters shall elect the board at the annual town meeting. The duty of the boards comprises a careful study of the city or town in order to eliminate conditions injurious to health, and comprehensive plans for development with especial reference to housing.

A city planning commission, to superintend the general growth and laying out of the city, is being urged for Providence, R. I., by the various local organizations of the city.

From November 24 to December 6 there will be held, in New York City, an exhibition of American and Foreign city planning in conjunction with the exhibition of the works of the "heights of buildings committee" of the board of estimate and apportionment. The scope of the exhibition is unusually wide, since it takes up the subject of city planning as a whole as well as each of the separate factors; as, for instance, civic centers and public buildings, educational buildings, industrial buildings; river and harbor improvements, bridges, culverts, viaducts; monumental architecture, parks, cemeteries, recreation grounds, markets; streets and roads and their fittings, water works, waste disposal; housing. The advisory committee on the city planning exhibition has given the work of preparing it to the *American City* bureau. After being displayed in New York the material will be available for use in others cities.

Harvard University and the Massachusetts Institute of Technology have coöperated in the founding of the School for Health Workers, which is being conducted in Boston by an administrative board appointed by both institutions. The director of the school is Prof. Milton J. Rosenau, its secretary is Prof. G. C. Whipple, and the chairman of the administrative board is Prof. W. T. Sedgewick. Its principal object is to prepare young men for public health work and especially to fit them to fill administrative and executive positions (such as health officers, members of boards of health, secretaries, agents or inspectors of health organizations). The subjects offered in the course of study cover a wide range and include medical, biological, hygienic and engineering sciences, together with practical health administration. The instruction will be by lectures, laboratory work and other forms offered by both Harvard and Technology, together with special instruction from national, state and local health agencies. The school aims to provide the scientific groundwork of sanitary knowledge which must underlie efficient health administration. The certificate of public health will be given only after at least one year of resident study.

The summer season has been productive of a good deal of agitation over the subject of municipal ice plants. Four cities in Connecticut,—Bridgeport, New London, Hartford, and Waterbury,—are making plans to enter into the municipal ice business, and the city of Fall River, Mass.,

has a similar scheme in contemplation. In general, of course, this movement is the result of the refusal on the part of the various ice companies to keep the price of ice within bounds. On the other hand, the efforts of the Socialists in Schenectady have failed in their attempt to lower the cost of ice, and in that city the city government has been permanently restrained from entering into the ice business by an injunction of the supreme court of the state. In New York Mayor Gaynor vetoed an aldermanic resolution whereby the sum of \$32,000 was to be appropriated to establish a municipal ice plant for supplying ice to the municipal departments. It was estimated by the sponsors of this scheme that the saving effected would be about twice the cost of the plant. However, in St. Paul, a committee appointed to look into the matter of a municipal ice plant has reported that such a venture would be too costly for the city and that the ice could be sold no more cheaply than by private companies.

The city of Sacramento, Cal., is to publish a weekly municipal gazette as is required by the terms of its charter. This publication will contain accounts of the commission's actions and the city advertising which is now done in a daily newspaper.

The city of Cambridge, Mass., is to have a sanitary survey which will be more thorough and comprehensive than that hitherto undertaken by any other municipality. The reason for this searching scrutiny of sanitary conditions is found in the fact that a great many new industries have lately set up in Cambridge, and thereby have brought to the city a large body of laborers; and that the new rapid transit facilities which connect it with Boston have made it more accessible for residence. To accommodate this new industrial and residential population there have been no steps taken until the appointment, by the mayor, of the present sanitary survey commission. The survey will cover such matters as refuse and garbage collection and disposal, sewerage, health regulations and housing arrangements. Prof. George C. Whipple will direct the work of the commission.

In the conduct of its public market the city of Johannesburg, South Africa, is acting on the broadest principle for providing efficient service. The market was opened on March 27 after a great deal of expense and preparation. On the giving up to civic purposes (buildings, parks and gardens) of the area which had been planned and purchased for market

purposes, a new site of 178 acres was bought by the city at a cost of \$5,000,000. This land, which was conveniently situated for market purposes, was covered with unsanitary dwellings and badly laid out. The entire site was cleared off, leveled, new streets laid out, building lots blocked off, and a plot of 25 acres reserved for the market itself. Wholesale and retail trade in cattle, grain and general farm produce is carried on in the market.

The market building, which is the largest of its kind in South Africa, and cost about \$550,000, is used for selling fruit, vegetables, flowers, butter, eggs, fish and meat. It consists of 41 shops, a restaurant, a bank, a post office, and a railway office. In the annex are 11 shops for the sale of fish, butter, meat and dressed poultry. A large meeting room for farmers and other dealers is also provided. Close to the produce market is the live-stock cattle market and, 50 feet away, the municipal abattoirs. The plant also includes a quarantine market for cattle received from infected areas or districts not covered by government inspection, and a plant to convert condemned meat into fertilizers.

Apart from its spacious quarters and its comprehensiveness, the market at Johannesburg is noteworthy because it was planned to be directly connected with the main residence district of the city by street railways and adjacent to the railways for easy transportation of produce. Thus a minimum of cost and trouble to the producer is combined with a maximum of comfort and convenience to the consumer. Street railway cars are run to the market at intervals of seven and one-half minutes and free return tickets are issued to market passengers. A motor delivery wagon delivers purchases to places in Johannesburg and the suburbs within a three-mile radius at a slight charge. In its attempt to make the market system valuable in all ways to the public, the city of Johannesburg has spared no expense or trouble, and the results so far are entirely satisfactory.

For the sake of diminishing the great waste of water in Chicago an ordinance has been presented to the city council by the water department of the city by which about 300,000 meters shall be installed. This, with the 19,000 meters already in service, will provide the metered system for the entire water supply. The present consumption of water in Chicago uses practically all the available supply, and it is hoped that a large amount of the nearly 400,000,000 gallons now being wasted each day may be saved.

According to a recent investigation made in Spokane, Wash., it was estimated that from 10,000,000 to 15,000,000 gallons of water per day, costing the city at least \$150,000 each year, are wasted in the city because of leaky mains in the streets and poor plumbing in the property of consumers. A thorough underground survey of the entire water system is now being undertaken. A general cry of water famine is being heard all over the country, due not only to insufficient supply of water, but also to its waste through leakage and through carelessness on the part of consumers when its use is not metered. A recent fire in East St. Louis, Ill., damaged the water works of that city to the extent of about \$300,000.

A new union station, to be built at a cost of \$17,000,000, is assured for the city of Cleveland. The site for the station will be sold to the railroads by the city for \$1,400,000, the money to be used by the city for the purchase of additional land in the proposed civic groups. The station will be a part of the Cleveland group plan, five buildings of which are now provided for. The federal building and the court house are already constructed, and the city hall, public library and union station are yet to be built.

Rapid transit in Philadelphia is to be greatly facilitated during the next few years. Plans are being made for a huge system which will be ready for use in 1918 and which is to cost nearly \$60,000,000. It comprises many subways, surface lines, and elevated roads. The city transit director recommends that the improvements on the present system be made as a unit and the plan be worked out in its entirety. The construction will probably begin in November, 1914.

Although the chamber of commerce took a decided stand against the step, the voters of San Francisco have by a vote of 50,000 to 14,000, authorized the city to issue \$3,500,000 in bonds for municipal street railroads. The reason alleged for this large vote in favor of the bond issue is the strength of union-labor sentiment.

A new device for the regulation of street traffic is to be tried in Philadelphia. This is the use of a semaphore which is similar to those used on railroads, but which the "crossing policeman" operates by hand. It can be seen a block away by drivers and chauffeurs. Semaphores are

to be installed at all downtown street crossings since the first semaphore has proved itself a success. So far as is known, this experiment is the first to be made in any city.

The use of the fire boat is becoming more and more prevalent both by inland and seaboard cities, and it is being regarded as more and more essential, especially where there are large investments in ships, in warehouses, and in waterfront property in general. Fire boats have also been found useful for protecting property not near the water front when the high-pressure pumps of the boats can be connected with the city water mains. Among the cities which now use fire boats in this country are Baltimore, Boston, Buffalo, Chicago, Cleveland, Detroit, Duluth, Milwaukee, New York City, Philadelphia, Portland, Ore., San Francisco, and Seattle. New York City has a squad of ten of these boats—the largest number owned by any city.

In Baltimore recently nearly a million dollars' worth of municipal bonds were sold in small lots to citizens from the office of the *Baltimore Sun*. This experiment was tried because only a small amount was subscribed under sealed bids at the opening sale of the stock. Municipal bonds have been disposed of in other cities, in smaller quantities, by means of sales made in department stores. The authorities in Baltimore are well satisfied with the results of the trial.

The following joint resolution, amending the state constitution, was adopted by the Ohio legislature on April 18, 1913, and will be voted upon by the electors in November: art. xii, sect. 12. "Bonds of the State of Ohio and of any city, village, hamlet, county, road district, or township in the State, and bonds issued in behalf of the public schools of Ohio and the means of instruction in connection therewith, shall be exempt from taxation."

The supreme court of Ohio in a recent decision has sustained, by a tie vote, the validity of the non-partisan features of the new Cleveland charter. The forthcoming election in Cleveland will therefore be held under the provisions of the new charter. For the twenty-six council seats there have been nominated by petition one hundred and twenty-five candidates.

The board of freeholders of the city of St. Louis will assemble in the near future for the purpose of drafting a new charter.

A report has been made by Mr. L. F. Fuld to Commissioner Lederle of the New York health department in regard to a system of welfare work to be used in that department and to serve as a model for similar schemes in other departments. Mr. Fuld's report is divided into three sections—for the increased working, physical, and intellectual efficiency of employees. Among the recommendations urged are the establishment of a library containing material of practical value to those working in the department, and of a newspaper which shall stimulate interest in departmental affairs among the employees; a rest room for women, free medical and surgical treatment for minor ailments; the delivery of lectures on hygiene and sanitation at regular intervals; classes in typewriting, stenography, elementary city government, English composition and letter writing; and a system of visits to all divisions of the department for the better information of employees of the branches of the work in which they are not immediately concerned. The adoption of the measures indicated in the report would entail little or no further financial appropriation and yet would greatly facilitate the working of the department.

Another enterprise of the New York health department is its free exhibitions of moving pictures in the city parks during the summer. The pictures show the best methods in the care and prevention of tuberculosis. During the first week of the pictures about 22,000 persons watched them.

During the autumn months Reed College, through its extension department, is offering to the voters of Portland, Ore., a course of six lectures on the general subject of "The Voter and the City of Portland." Individual lectures are on the following topics: How the city is governed; the city's money, its raising and spending; the health of the city; how the city protects life and property; the beauty of the city (as it is and as it might be); social progress. Illustrated by about three hundred lantern slides, the lectures present the most accurate and concrete information possible to obtain regarding conditions in Portland at the present time. In order to reach every voter of the city, and especially the new voters, the six lectures will be issued in printed form and will be freely distributed to any club or group of people so that very wide publicity for the subject matter is possible. These different meetings are at liberty to make their own arrangements or Reed College provides the lecturer and lantern operator if desired.

Under the auspices of its chamber of commerce the city of Indianapolis is to have a thorough municipal survey made of its physical condi-

tions, its form of government, and the efficiency attained therefrom. The survey will be conducted by representatives of the New York Bureau of Municipal Research, but there will also be a "consulting expert," a resident of the State who has a thorough and intimate knowledge of local conditions. The results of the survey will be printed for general distribution among the voters of the city.

A similar survey of municipal conditions is being planned in connection with the city of Toronto, Canada.

The health department of St. Louis, in an endeavor to educate the citizens concerning their food supply, is issuing pamphlets containing various suggestions and hints which are calculated to arouse a demand for better food and the more careful handling of it. Information is offered as to the standing of dealers in such commodities as milk, meat, bread, etc., and the attempt is made to place the responsibility for buying clean food on the buyer.

In comparing the cities of New York and Chicago as the two largest and most important business centers of the United States, it is claimed that during the four years ending in 1910 a greater amount of money was expended in New York on new buildings alone than the assessed valuation of the entire city of Chicago. In those years more than \$380,000,000 was put into new construction in the borough of Manhattan alone, while the assessed value of Chicago in 1910 was \$344,000,000—a difference of \$25,000,000 or about the realty value of the city of Lawrence, Mass., or Portland, Me. During the past year the total amount of building operations in the boroughs of Manhattan, the Bronx, Brooklyn and Queens was more than \$25,000,000. The present annual increase in population in New York City is now about 140,000 persons, a greater number than the total gains of the next seven largest cities of the country. This rate of increase is also larger by about 40 or 50 per cent than that of Greater London.

As a means of lucidly exhibiting to the people the variety and extent of the city's functions and governmental mechanism, the whole city government of Seattle, Wash., formed a parade, each department in line by itself and accompanied with all the tools and machinery of the office.

Under the auspices of the Proportional Representation League a complete city charter on the city manager plan with proportional repre-

sentation, has been drawn up by Mr. C. G. Hoag, the secretary of the league, and copies may be obtained from him.

In 1903 the city of Holyoke, Mass., purchased from a public-utility company the electric and gas plants which were supplying the city with gas and electricity, and has operated them with remarkable success since that time. According to a recent report of the department of gas and electric light the price of gas in 1912 per 1000 cubic feet was \$1, as compared with \$1.35 in 1903, while electricity was supplied in 1912 for 6 cents per kilowatt, a reduction of 12 cents from the price in 1903. A large increase in the amount sold is reported—in 1903, 100,000,000 cubic feet of gas and 1,313,000 kilowatts of electricity were supplied, while in 1912 the amount had increased to 213,000,000 cubic feet of gas and over 12,000,000 kilowatts of electricity. The saving which results from this diminution in price and increase of output is estimated to be about \$225,000 annually. The plants themselves have become much more valuable than at the time of their purchase since their capacity is from two to four times greater and their present valuation, allowing for depreciation, is \$1,493,000 as compared to the valuation in 1903 of \$815,458, the amount which was fixed by the commission appointed to value the plants before they were taken over by the municipality. While these fortunate results are due in large measure to the efficient superintendent of the works and city government in general, two other advantages of the circumstances in Holyoke should be noted. In the first place, the benefits which the public secure through municipal ownership of public utilities run on business principles are much greater when the city purchases a plant which has passed the experimental stage and has been well organized and developed into a profit-paying business under private capital. The second advantage is that of having paid as purchase-price the amount determined by the valuing commission as fair and conservative.

At the convention of the League of American Municipalities which was held on August 7 at Winnipeg, Canada, there were many interesting addresses. Among these were the following: "Municipal Efficiency" by Mr. C. J. Driscoll, former police commissioner of New York City; "Baltimore Street Cleaning and Garbage Removal" by Mr. W. A. Larkin, street commissioner of Baltimore; "Popular vs. Expert Government" by Mr. Ossian Lang of Mr. Vernon, N. Y.; "Municipal Finance" by Mr. W. S. Evans, former mayor of Winnipeg; and "New Charter and Election Laws" by Mr. J. B. Martin, election commissioner of Boston.

The League of Pacific Municipalities has installed at its headquarters in Walla Walla, Wash., a reference library and bureau of information for the use of its members. The facilities of Whitman College are also at the service of the league. The secretary is Prof. C. G. Haines of Whitman College.

The Minnesota Municipal League was organized on August 21 at a conference of mayors and other officials of the leading cities in the State. The first convention of the league will be held later in the year.

The twentieth annual convention of the American Society of Municipal Improvements was held in Wilmington, Del., October 7 to 10. There were sessions on sewers, fire prevention, paving, and street traffic, as well as papers on other forms of municipal improvements.

At the second annual conference of the League of Pacific Northwest Municipalities, at Portland, Ore., October 1 and 2, there were addresses and discussions on the following topics: Police administration; a municipal business manager; the development of executive responsibility; fire protection; municipal finance; the defects of commission government; municipal revenue and expenditures; market inspection.

Announcement is made, by the National Municipal League, that for the year 1913-14 the William H. Baldwin Prize will again be offered for the best essay on a subject in municipal government. The subject chosen for the present competition is the following question: "Is the Commission Form of Government a Permanent One?" The prize, which was last year divided into two prizes of \$50 each, will be offered for this year as a single award of one hundred dollars. It is open to undergraduate students registered in a regular course in any college or university in the United States offering direct instruction in municipal government. The competition closes on March 15.